



City of Loma Linda Official Report

Karen Gaio Hansberger, Mayor
Floyd Petersen, Mayor pro tempore
Robert Christman, Councilmember
Stan Brauer, Councilmember
Robert Ziprick, Councilmember

COUNCIL AGENDA: October 12, 2004

TO: City Council

VIA: Dennis R. Halloway, City Manager *[Signature]*

FROM: *DW* Deborah Woldruff, AICP, Community Development Director

SUBJECT: GENERAL PLAN UPDATE PROJECT – The project is a comprehensive update to the City's General Plan document (text and maps) that will set policy and guide the City's development over the next twenty years. Areas directly affected by the update project include all properties located within the City's corporate limits, and properties within the City's Sphere of Influence in the County unincorporated areas generally east and south of the City limits to the Redlands City limits and Riverside County Line.

RECOMMENDATION

The Planning Commission and Staff recommend that the City Council review all Elements of the Draft General Plan (June 2004) with the exception of the Mixed-Use Areas G and J designations, and Hillside designation sections in the Land Use Element, which the Planning Commission is still reviewing; review the Draft Environmental Impact Report (DEIR) and Response to Comments; and, Draft Traffic Impact Analysis (TIA).

The Draft General Plan (October 2004) and Existing Setting Report (June 5, 2002) are listed as Attachment 1. The DEIR (March 22, 2004) and Response to Comments (June 21, 2004) are listed as Attachment 2 (Draft Final EIR). The TIA (January 20, 2004) is listed as Attachment 3. Copies of the documents were distributed prior to the City Council meeting.

BACKGROUND

Detailed background information (i.e., landmark dates and actions) on the General Plan Update Project is contained in Attachment 4.

ANALYSIS

Project Description and Location

The project is a comprehensive update to the City's General Plan, which was originally adopted in 1973. A Draft General Plan document (October 2004) was prepared based on public input that was received in various public workshops, study sessions, and public hearings that have been held since May 2001. The draft document has been designed to respond to and reflect the City's changing conditions and community goals in order to guide the City's development during the next twenty years. The project boundaries include all of the City's corporate limits and the Sphere of Influence in the San Bernardino County unincorporated areas generally located south of Redlands Boulevard, east of California Street, south of Barton Road and west of the San Timoteo Creek Channel, and the southeast portion of the South Hills area into San Timoteo Canyon and south to the Riverside County line. The Draft General Plan document addresses issues and sets broad policies related to Land Use, Community Design, Circulation, Economic Development, Housing, Conservation, Open Space, Noise, Safety, Public Services and Facilities, and Historic Preservation.

Evaluation

The Draft General Plan (October 2004) is the culmination of nearly three and a half years of continuous efforts and hard work on the part of Loma Linda's residents, business community, commissions, committees, and boards, staff, and LSA Associates. It provides new land use designations and guiding policies that address the City's future needs in terms of growth and development, business climate and economy, housing, public safety, services, and infrastructure. The Draft General Plan was designed to reflect the community's vision for its future. In brief, the shared vision is that Loma Linda will continue to be a university town and a small, friendly, beautiful community with natural assets, whose residents enjoy a healthy lifestyle and a unique economy that attracts high-tech industries with high paying jobs. Loma Linda will continue to be a pedestrian friendly community, and will offer a diversity of housing opportunities to meet the needs of all of its residents. Most importantly, Loma Linda will provide its residents and business community a secure community with a high quality of life.

Land Use Designations. The residential land use designations are fairly similar to those that are contained in the existing General Plan. The differences are that the new residential designations are more fully defined through the general text and guiding policies. Their locations are also more accurately depicted on the Proposed General Plan Land Use Map and to a large extent their locations are based on the existing densities in established neighborhoods.

The Commercial, Business Park, and Office designations are also similar to their counterparts in the existing General Plan. A notable difference is that the Loma Linda University (LLU) and Loma Linda University Medical Center (LLUMC) properties are now covered by three land use designations: 1.) Institutional; 2.) Health Care; and, 3.) Mixed-Use. The Institutional designation is for the LLU Campus and allows for the establishment and continuation of institutional and educational uses. The Health Care designation is for the LLUMC properties, related medical office and clinic properties, and the East Campus area. The Mixed-Use designation is for the

other properties owned by the LLU and LLUMC that are needed for future student and faculty housing, research and development facilities, and other related facilities that do not necessarily fit into the institutional and health care land use categories.

The Draft General Plan includes five general areas within the City that are designated as Mixed-Use. Each area was designed to provide a different variety of uses at varied densities according to its location, access, size, and adjacent land use designations. The intent is to create areas in which a mix of uses can come together to meet the commercial, employment, institutional, and residential needs of the neighborhood and community at large through efficient patterns of land use. The Mixed-Use designation will allow for flexibility in determining the specific use of each parcel, as long as the intent of the Land Use Element is maintained to accommodate changing market forces in the future. The five Mixed-Use areas are further defined in the Draft General Plan text as Mixed-Use Areas A through J. Due to concerns about Mixed-Use Areas G and J, the Planning Commission is continuing its study of the draft policies for these designations.

During the latter part of 2003, staff received input from the development community on the Hillside Conservation Area, East Hills, and West Hills land use designations that were proposed for the South Hills area. The development community was concerned that guiding policies for the three designations place more limitations on development opportunities in the San Timoteo Canyon area than in the Reche Canyon area of the hills. There was also concern that the Hillside Conservation Area proposed to extend the Hillside Initiative restrictions into the Sphere of Influence area located south and east of the City limits. To address these concerns, staff and the consultant conferred with then Mayor Floyd Petersen and Redevelopment Agency Chairperson and Councilman Robert Ziprick to gain a more thorough historical perspective on the issues relevant to the South Hills and the Hillside Initiative.

As a result of the discussions with Mayor Petersen and Chair Ziprick, the three designations were combined into one. The new designation, called the Hillside Conservation/Mixed-Use designation, was included in a June 2004 version of the Draft Land Use Element. Due to community concerns and confusion, the Draft General Plan (October 2004) has been further revised and the land use designation for the South Hills Area renamed as the Hillside designation. The Hillside Initiative Area is now shown as an overlay (cross-hatched in yellow) in accordance with the boundaries that were set through the ballot measure approved by Loma Linda's voters. The draft guiding policies for development in the South Hills area are intended to provide protections for the ridgelines and slopes and the hillside environment while still allowing property owners reasonable opportunities for sensitive development. This topic continues to be of concern to the community and as such, the Planning Commission is continuing its study of the draft policies.

Public Comments

Since early 2003, the City received has a number of comment letters from public agencies and the general public. Several of the letters include requests for specific land use designations. The responses to all of the letters are contained in Attachment 5 along with copies of the letters of comment.

Findings

State law requires that findings be made and adopted as part of the adoption of a new General Plan or an amendment to an existing General Plan. Due to the comprehensive nature of this General Plan Update Project, the preparation of findings is largely dependent on the results of the environmental analysis. For this reason, staff and the consultant will prepare the necessary findings for the City Council's consideration as part of the Resolution for adoption of the General Plan and certification of the Draft Final EIR.

ENVIRONMENTAL

California Environmental Quality Act (CEQA) Compliance

On October 30, 2003, staff released the Notice Of Preparation (NOP) Of A Program Environmental Impact Report (EIR). The mandatory thirty-day public review period for the NOP began on November 3, 2003 and ended on December 3, 2003. An EIR Public Scoping Meeting was held on November 12, 2003 to receive input from local residents, businesses, and other interested parties.

The Draft EIR (DEIR) was completed during the latter part of March 2004 and released with the Notice Of Completion and Availability (NOC/A) for public review. Pursuant to the California Environmental Quality Act, the 45-day public review period began on Monday, March 22, 2004, and ended on Thursday, May 6, 2004. During the public review period, the City received nine letters of comment on the DEIR. Responses to the letters are contained in the Response to Comments section of the Final Program Environmental Impact Report (FEIR). On Thursday, June 17, 2004, copies of the responses were forwarded to each of the commenters.

The Executive Summary, Section 1.0 of the DEIR provides information on the environmental process, project description, location and setting, and summarizes the environmental impacts and mitigation measures identified (refer to Mitigation Monitoring Program). The Executive Summary also explains that implementation of the Loma Linda General Plan will result in some significant unavoidable adverse impacts related to Air Quality, Loss of Open Space, Biological Resources, Water Supply, and Traffic and Circulation. The analysis of these impacts is contained in the Existing Setting, Impacts and Mitigation Measures, Section 4.0 and Additional Topics Required By CEQA, Section 5.0 of the DEIR. Because these impacts cannot be mitigated to a level of non-significance, Statements of Overriding Considerations and Findings will need to be prepared by staff and the Consultant, and adopted by the City Council (pursuant to the CEQA Guidelines Sections 15043, 15091, 15092, and 15093).

Regional Congestion Management Plan (CMP) Compliance

The General Plan Update Project is subject to the requirements of the CMP. A Traffic Impact Analysis (TIA) was prepared to address the traffic impacts that may result from the implementation of the City's Draft General Plan on designated CMP roadways and Freeways. The Draft TIA identifies appropriate mitigations and fair share contributions toward CMP

roadway and Freeway improvements based on build out of the City as outlined in the Draft General Plan.

Pursuant to the CMP, the Draft TIA was routed to the San Bernardino Associated Governments (SANBAG) and various regional and sub-regional agencies, and adjacent jurisdictions for review and comment. The mandatory 21-day agency review period for the Draft TIA will began on Monday, April 5, 2004 and ended on Monday, April 26, 2004. The City received four letters of comment on the Draft TIA, which resulted in some changes to the document. On May 11, 2004, SANBAG declared that the City's Draft TIA meets the requirements of the 2003 CMP.

The Planning Commission reviewed the TIA that was included in the DEIR but not the entire CMP document. There are differences in the focus of a CEQA TIA and a CMP TIA. A CMP TIA analyzes the traffic impacts to CMP roadways and freeways within a five-mile radius of a study area, identifies appropriate mitigations and the costs of the mitigations that will be assessed to the project. A CEQA TIA analyzes the traffic impacts in the study area and within a reasonable proximity to the study area, and considers impacts to the local circulation system. The costs of mitigations are not part of the CEQA analysis. As such, the City Council will need to review the CMP TIA as a policy document that addresses the potential fiscal impacts of the fair share costs to the City.

FINANCIAL IMPACT

The Agreement for Professional Services with LSA Associates for the preparation of the Draft General Plan and related documents was for \$388,000. On September 28, 2004, the City Council approved an Addendum to the Agreement for an additional \$41,000 bringing the total to \$429,000. The Agreement costs are independent from costs incurred by staff as part of the review process and these additional costs are unknown. The City Council recently adopted a new Fee for Services that will assist in the recovery of fifty percent of the General Plan preparation costs through the collection of a ten percent surcharge on all building permits.

ATTACHMENTS

1. Draft General Plan (October 2004) and Existing Setting Report ((June 5, 2002)
2. Draft Final EIR (DEIR, March 22, 2004 and Response to Comments, June 21, 2004)
3. CMP TIA (January 20, 2004)
4. General Plan Update Project Background Information
5. Responses To Letters Of Comment On The Draft General Plan (January 2004 And June 2004 Editions) And Letters Of Comment

DRAFT GENERAL PLAN
(OCTOBER 2004)
AND EXISTING SETTING REPORT
(JUNE 5, 2002)

**DRAFT FINAL PROGRAM
ENVIRONMENTAL IMPACT REPORT**
(FEIR, MARCH 22, 2004 AND
RESPONSE TO COMMENTS, JUNE 21, 2004)

**CONGESTION MANAGEMENT PLAN
(CMP) TRAFFIC IMPACT ANALYSIS (TIA)
(JANUARY 20, 2004)**

GENERAL PLAN UPDATE PROJECT BACKGROUND INFORMATION

ATTACHMENT 4

GENERAL PLAN UPDATE PROJECT BACKGROUND INFORMATION

In May 2001, the City entered into an Agreement for Professional Services with LSA Associates (LSA), a planning and environmental consulting firm based in Riverside. LSA was retained by the City to prepare a comprehensive update to the 1973 General Plan, and a program Environmental Impact Report (EIR) pursuant with the requirements of the California Environmental Quality Act. Work began on the update in late May 2001.

In July 2001, the City conducted the first public workshops series on the General Plan Update Project. Three separate workshops were held in an effort to reach the business community, community at large, and the City's commissions, committees, and boards. The purpose of the workshops was to get input from the various segments of the community particularly with regard to their vision of Loma Linda's future. The workshops also revealed some of the opportunities and constraints that are present in Loma Linda.

A second series of three workshops was held in January 2002. The same approach was used in that there were separate workshops for the business community, community at large, and the City's commissions, committees, and boards. At this series of workshops, the lists of opportunities and constraints were further developed and a shared community vision began to take shape.

In June 2002, LSA completed the Existing Setting Report, which essentially contains data and information about the City that was used as the baseline for preparing the Draft General Plan and Draft Program Environmental Impact Report (DEIR). The completion of the Existing Setting Report was an important benchmark in the City's General Plan Update process because actual work on the draft General Plan document could begin.

The third series of workshops was conducted in July 2002. Once again, the City conducted three workshops aimed at getting input from the business community, community at large, and the City's commissions, committees, and boards. The focus of these workshops was to select a Preferred General Plan Land Use Alternative Map, which would then provide direction for preparing the Transportation Impact Analysis (TIA), Noise and Air Quality Analyses, and a number of other studies that are key to formulating the Draft General Plan and DEIR.

Due to the importance of the topic, the workshop for the commissions, committees, and boards was conducted as a joint meeting with the City Council. The workshop discussions resulted in a Preferred Alternative Land Use Map that was an amalgamation of three alternative maps that had been presented. A fourth workshop

was scheduled as a joint meeting of the City Council and Planning Commission to finalize the review of the new map. The final version of the Preferred General Plan Land Use Alternative Map provided staff and the consultant with the direction needed to complete the technical studies and continue work on the draft documents.

Throughout the process, it became evident that the community was greatly concerned about issues related to traffic and circulation. For this reason, a special workshop on the Draft Transportation and Circulation Element was held on November 13, 2002. Public input from that workshop identified the key roadways and intersections that were, and continue to be, of concern. The potential for a Bi-County Corridor connecting Loma Linda with Moreno Valley was also of great concern to many persons who attended the workshop. The Consultant used the comments received at this workshop to aid in the development of the City's traffic model.

In April 2003, the City held another series of workshops to present the Draft General Plan (March 2003) to the Community. Copies of the draft document were forwarded to the Planning Commission and made available to the other commissions, committees, and boards for their review and input. As a result of the comments received at the workshops, the plan was revised and reprinted as the Draft General Plan (May 2003).

On August 14, 2003, a special workshop was held on the Draft Housing Element. The City invited affordable housing advocacy groups, developers, temporary housing providers, and the general public to attend. Input from this workshop, and letters of comment that were received as a result of the workshop, was incorporated into a revised draft of the Housing Element. The required review process through the California Department of Housing and Community Development (HCD) for the Draft Housing Element is nearing completion.

During the summer and autumn of 2003, the Planning Commission was very interested in conducting a comprehensive review of the Draft Land Use and Community Design Elements. Toward that end, study sessions were conducted on July 7, 2003, August 6, 2003, August 20, 2003, September 10, 2003, October 1, 2003, and October 7, 2003. The Planning Commission's review resulted in clarifications and further revisions to the two draft elements. Copies of the Study Session Minutes were previously distributed to the Planning Commission.

In late October 2003, the consultant informed staff that the original traffic model for the update project had included the traffic volumes from the potential Bi-County Corridor. As no formal decision had been made by the City to support or oppose the Bi-County Corridor concept for the route between Loma Linda and Moreno Valley, it was determined that those numbers should be eliminated from the model. The revisions to the traffic model were made and the model was rerun in November 2003. As a result, revisions to the Draft Transportation and Circulation Element and the technical analysis for the Draft TIA were needed. The Transportation and Circulation Element in the Draft General Plan (June 2004) includes these revisions.

On February 4, 2004, the Planning Commission conducted a public workshop and study session on the General Plan Update Project, changes to the Draft General Plan, and State law requirements. The intent was to provide the Commissioners and public with a framework for the formal review of the Draft General Plan through the public hearing process.

The Planning Commission held public hearings on the General Plan Update Project on February 11, 2004, March 3, 2004, March 17, 2004, March 31, 2004, April 7, 2004, April 28, 2004, May 5, 2004, May 19, 2004, June 23, 2004, July 21, 2004, August 4, 2004, August 25, 2004, September 15, 2004, and September 29, 2004. Additional hearings before the Planning Commission are scheduled in October and November 2004 for consideration of the Mixed-Use Areas G and J designations, and Hillside designation.

It should be noted that the City Council and Planning Commission conducted a joint Special Meeting as a workshop on the Hillside Mixed-Use land use designation on April 19, 2004. The purpose of the joint meeting was to address the concerns of developers and property owners, and local residents regarding the proposed policies that would regulate land use and development in the City's South Hills area. The Hillside Mixed-Use designation was revised and renamed as the Hillside designation based on input received at the workshop.

To date, the process for the General Plan Update Project has been ongoing for nearly three and a half years. The City has conducted approximately 18 public workshops and the Planning Commission has conducted six study sessions in addition to 14 public hearings. It is anticipated that at least two more public hearings will be necessary for the Commission to complete their review of the Mixed-Use Areas G and J designations, and Hillside designation, although the bulk of the General Plan Update Project was cleared to the City Council on August 25, 2004. The City Council will hold their first public hearing on the project on October 12, 2004.

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